



Joint Committee on Corrections and Juvenile Justice Oversight

Presented by Secretary Jeff Zmuda

October 26, 2021

Agenda

- Staffing
- Capital Projects and Infrastructure
- Updates





Staffing

Staff Shortages



Employers nationwide are experiencing a shortage of qualified candidates to fill positions

We understand there will be calls from many entities for the Legislature to address this need and choices will be difficult

The difficult choices made for supervision of juvenile and adult correctional populations directly impact the safety of the communities in which we all live

News Headlines

Corrections Staffing Challenges Local, State, Federal

Metro Corrections workers exhausted as jail vacancies grow: 'I fell asleep behind the wheel' – [WLKY CBS News](#)

Michigan prisons facing labor shortage with 800 open corrections officer positions statewide – [Fox47News](#)

Corrections leaders request big raises for Florida prison workers to slow staffing crisis – [Orlando Sentinel](#)

Editorial: Staffing crisis in Oklahoma prisons needs more permanent fix – [Tulsa World](#)

Report: Nebraska prison workforce crisis 'alarmingly worse' – [Associated Press](#)

Staffing at prisons includes massive overtime – [Alabama Daily News](#)

Cooks, nurses guard inmates with US prisons down 6K officers – [Associated Press](#)

This Kansas jail has more than 50 job openings needing filled – [KSNT](#)

Worker Shortage At Wisconsin Prisons Leaves 40 Percent Of Jobs Unfilled At Waupun – [Wisconsin Public Radio](#)

Staffing Shortage Costs Taxpayers At Least \$60M In Overtime – [Wisconsin Public Radio](#)

Internal Report Warns of Staffing Shortfalls at Department of Correction – [CT Examiner](#)

Virginia prisons seek to boost salaries by about 25% amid staffing crisis – [10News](#)

Louisville jail offering corrections officers double overtime to fill staffing holes – [Courier Journal](#)

Vacancies

Corrections Staffing Challenges Local, State, Federal



Agency	Percentage Vacant	Number Vacant	Total Positions
Michigan DOC	<i>8.9%</i>	800	8,914
Florida DOC	30%	5,000	18,000
Nebraska DOC	<i>22.9%</i>	527	2,300
Oklahoma DOC		387	
Alabama DOC	<i>50.5%</i>	1,680	3,325
Federal Bureau of Prisons	<i>32.6%</i>	6,684	20,446
Shawnee County Ks	<i>33.3%</i>	60	180
Wisconsin DOC	22%	1,023	4,647
Connecticut DOC	11%	406	
Virginia DOC		1,600	
Louisville, KY - Jail	20.5%	90	

Note: Above figures cited by media listed in prior slide. Not all articles expressed data the same, some are percentages, numbers of vacancies in total, and not all gave a total position figure, so blanks reflect data not included in the story. If numbers were in the article sufficient to calculate a percentage, that computed figure appears in *italics*.

Challenges in Corrections



Always Present

- The risk when supervising the most serious offenders in the juvenile justice and adult criminal justice systems
- 24/7/365 operation necessitating many of our employees to work evenings, nights, weekends, holidays
- Physical demands of direct contact services positions
- Exposure to acts of violence or other incidents that can result in mental and emotional fatigue that can translate into life outside of work

Emerging

- Views on social justice, race, and bias
- Increased expectations for flexible work schedules and work-life balance
- New expectations for work from home
- Diminishing numbers of persons in the potential workforce

Common Strategies



- Increase overtime
- 12 - hour shifts
- Close units/facilities
- Reduce programs and services provided
- Increase time in cells (lockdown)
- Increase advertising and recruiting
- Increase caseloads and reduce supervision
- Improve compensation
 - Increase hourly wage
 - Sign on bonus
 - Retention bonus



How Impacting KDOC

Juvenile and Adult Community Corrections



The majority of staff working with Kansas' juvenile offenders are employed by local Community Corrections Agencies

Adult moderate and high risk to reoffend felony probationers are supervised by local Community Corrections Agencies

- These agencies are also being impacted in the current workforce climate
- Pay increase for Court Services Officers and 70 new positions contribute to workforce challenge
- If they lack staff to provide effective programming and supervision, juvenile and adult facility populations should be anticipated to increase

Adult Community Supervision



A shortage of Parole Officers is currently reducing the supervision of persons on post-release supervision in our communities

- Average vacancies per month have more than doubled
- Lack of applicants is resulting in longer time to fill positions, if fill at all. Currently at 18 vacancies
- Caseloads are high at 55-60 per parole officer even when we are full staffed
- 18 vacancies is 990 persons on supervision that have to be seen by available staff or supervised less
- Effective behavior interventions cannot be maintained with these workloads
- Collaboration with families, service providers, community declines resulting in less support for the person on supervision

Adult Programs and Reentry



Workforce needs are reducing our ability to provide programming demonstrated to reduce risk by changing behavior

- FY21 turned over 30% of our programs and reentry staff
- Applicants for these positions are most often internal as not competitive with other employers, furthering vacancies in other parts of the organization
- Numbers served compared to FY2019 have declined by 1/3rd
 - Pandemic required quarantines, smaller group size to socially distance a factor
 - Seeing turnover not previously experienced
- Recidivism rates are directly impacted by low staffing levels that reduce ability to deliver programming demonstrated to change behavior

Juvenile

The only State juvenile justice system employees are at the Kansas Juvenile Correctional Complex (KJCC)

- Currently 37 uniformed vacancies and 12 additional on extended leave or new hires that cannot fill a post
- Population projections indicate need to open another unit in November. No staff to do so



- Youth have been consolidated into as few units as possible to reduce staffing
- More youth on a unit leads to increased negative behavior
- Planning to move the girls to a unit in the main building (separate hall) to reduce staffing needs

Adult Facilities



Staffing shortages have already required modified facility operations; additional modifications are likely

- Currently 405 uniformed vacancies and 119 additional on extended leave or new hires that cannot fill a post
- Past 12 months decline average 25 staff per month
- 12 hour shifts at El Dorado and Lansing Correctional Facilities
- Closed 12 housing units at 8 adult facilities totaling 1,865 beds to reduce staffing need by 133 uniformed positions
- Partial or full lockdowns started and will expand as necessary for safety of staff and residents

Our Medical Contractor - Centurion



Staffing shortages by our medical provider also impact day to day care of residents and operation of facilities

- Not unlike public hospital settings, finding healthcare workers to work in our facilities after facing COVID-19 these many months is increasingly difficult
- Limited supply of healthcare workers
- Stress and lower job satisfaction result in providers leaving the profession
- Seeking more flexible work schedule

Starting an Urgent Care Model pilot at El Dorado

- As used in community settings, nurse will implement a triage process for sick call requests and route acute symptoms to a mid-level practitioner
- Centurion will repurpose 3 nursing positions to 2 mid-level practitioner positions
- Reduces the need for Registered Nurses while also increasing the quality of care for residents with acute needs

All KDOC Positions



As we work toward solutions, effective public safety can only be achieved when we recognize that every employee of KDOC is essential to that goal

- No employee can do their job effectively without quality onboarding, training, supervision, and the equipment needed for the job

- We are unable to compete with other employers for professionals in accounting, administrative assistants, information technology, human resources, maintenance and many other positions
- Communication and collaboration with other agencies and stakeholders declines when staff are covering for vacancies

Impact



- Potential for increased crime in communities
- Loss of experienced employees resulting in a less effective workforce
- Some parole offices with no staff, others must travel some distance to cover work
- Managers and supervisors cannot mentor and lead staff because they are doing the work to cover vacancies. Undermining learning for new staff and our future workforce
- FY22 overtime cost up 66% over FY21 year to date
- Exhausted staff
 - Fewer able to hang on physically and emotionally
 - Too much lost family time (celebrations, school events, etc.)
- Increased use of Employee Assistance Program and other support services



Capital Projects and Infrastructure

Study of Regional Facility Options



As requested by the 2021 Kansas Legislature, the department has commenced the process for a study on:

- Repurposing of the Kansas Juvenile Correctional Facility (KJCC)
- Establish three or more smaller, regional juvenile facilities, and
- Future plans for the former Larned Juvenile Correctional Facility and other underutilized facilities within the correctional system

Results to be submitted to the Legislature by July 1, 2022

Topeka Correctional Facility

Proposed Capital Improvement Project
(FY2024)

- First step of design and planning underway
- Included in this years Capital Improvement Plan
- Improve services for women, including medical, behavioral health, visitation and create one point of entry



Update: Lansing and Winfield Projects



Lansing Correctional Facility (LCF)

- Contractor selection by end of calendar year 2021
- Estimate 6-8 months to complete
- July-September 2022 hire and train new staff
- Begin housing residents in this unit in September 2022

Winfield Correctional Facility (WCF)

- Contractor selection by early calendar year 2022
- Estimate 12 months to complete work
 - Housing units complete October 2022
 - Kitchen and dining hall complete December 2022
- July-October 2022 hire and train new staff
- Begin housing residents in this unit October 2022

Funston Building or E Dorm at Winfield Correctional Facility

- 241 beds specialized housing for older residents and substance abuse
- \$9.8 million for new kitchen/dining and renovated housing



Triplet Building or F Dorm at Winfield Correctional Facility



Lansing X Unit

- 200 beds substance abuse
- \$3.5 million for renovation of housing, programming rooms, visitation



Conditions Assessment Process



Published Request for Proposal (RFP) for an independent assessment on the condition of all KDOC facilities

- Contract awarded to CGL Companies

Assessment report will guide planning for future bed utilization, establish priorities for R&R funding, and identify the most immediate repair and safety/security needs

Conditions Assessment Preliminary Findings



- Identified and assessed 254 structures and over 3.6 million square feet
- Structures were built between 1860 and 2015
- Most grading out in poor to fair condition
- Much of the Mechanical, Electrical & Plumbing (MEP) infrastructure is well past service life and may be beyond repair in many older structures

Repair or Replace?



Based upon age and condition of some facilities, a feasibility study may be an appropriate next step to:

- Assess current and future correctional facility capacity needs
- And determine if more cost effective to replace or retrofit and modernize a particular facility to bring them up to current federal & state codes regarding penal institutions

Lansing Correctional Facility (LCF) Career Campus

- 45,000 square foot education and training center.
- Modern technology
- Positive Learning environment
- Market relevant training, targeted to workforce needs
- Strong partnerships with employers



TREATORHL

Aerial of project



A Sustained Livable Wage Job is the *Cornerstone* to Success and Stability for Returning Citizens



- Those who achieve sustained livable wage employment return to prison *one-third less often*
- ***Why does employment have such a strong impact?***
 - Pro-social role around pro-social people, using time pro-socially
 - Weak employment and education history is a significant risk factor
 - Substance misuse is buffered by employment
 - Family needs are met, and family relations are stronger

Disposition of Vacant Structures at LCF and KJCC



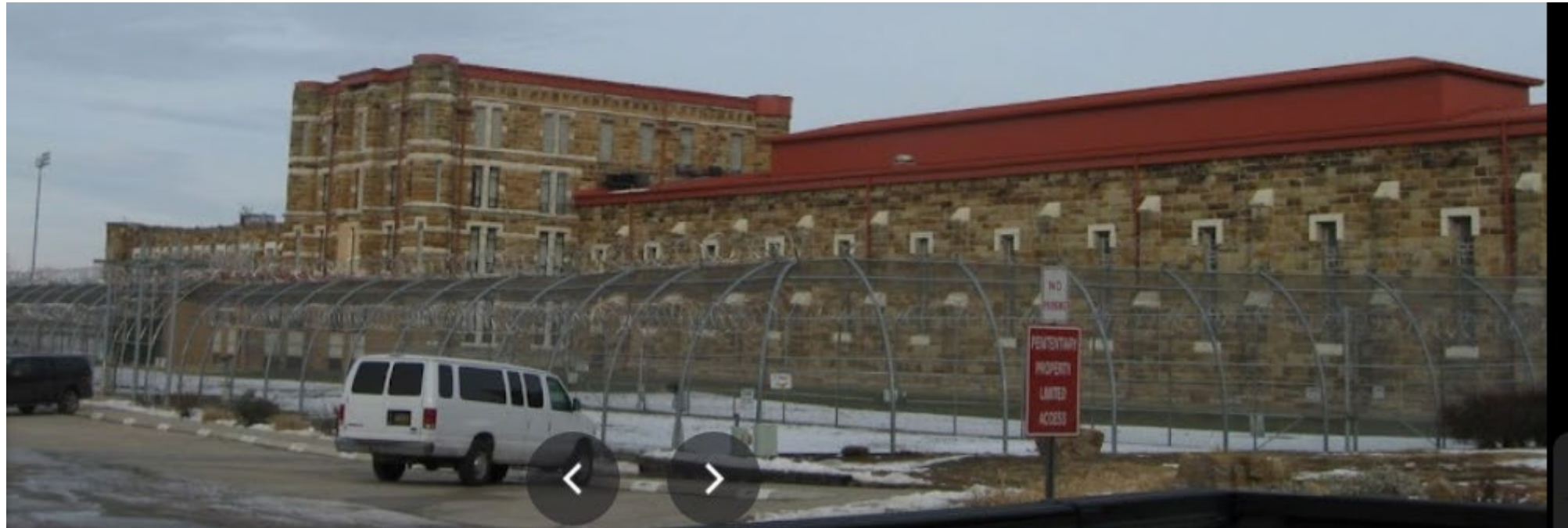
Lansing Correctional Facility (LCF)

- Maximum/medium housing units closed spring 2020
- April 2021 letter to local and historical society officials: no interest identified

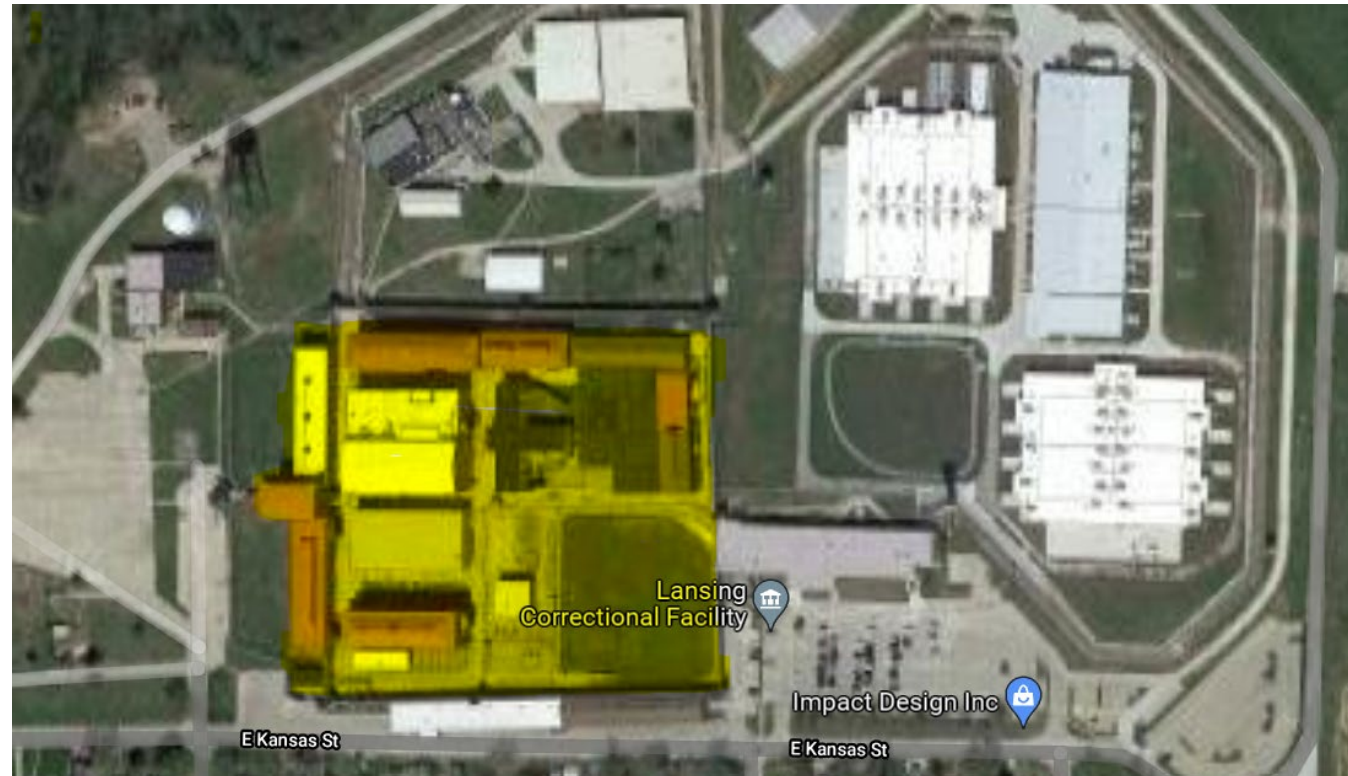
Kansas Juvenile Correctional Complex (KJCC)

- Old buildings closed in 2000's with construction of new complex
- Plan to retain former school building for future use as statewide training academy for KDOC employees

Front of Old Lansing Correctional Facility



Aerial of Old and New Max/Med Lansing Correctional Facility



Kansas Juvenile Correctional Complex (KJCC)



Aerial of Kansas Juvenile Correctional Complex



Disposition of Former Honor Camps



2017 Legislative Post Audit report recommended:

“Because the federal government is unlikely to allow KDOC to permanently keep the facilities vacant (page 4), KDOC should develop an implement a plan to demolish the two vacant honor camp facilities and restore the grounds. The plan should include the financial resources it would need and a timeline for demolition and restoration.”

\$625,761 included in Capital Improvement Plan request for FY2023

Former Honor Camps



El Dorado closed 2009



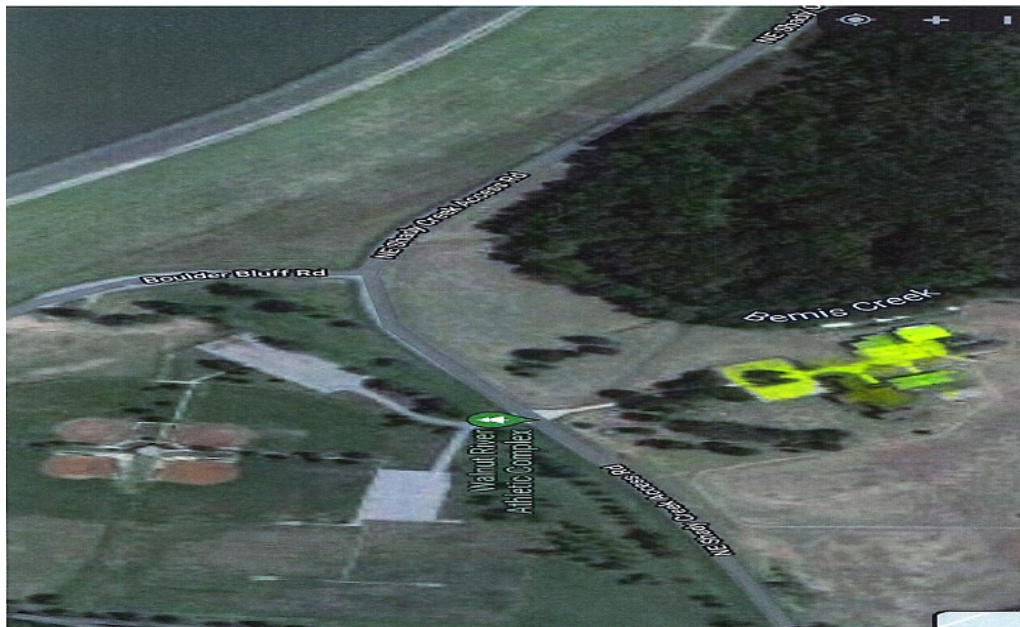
Toronto closed 2009



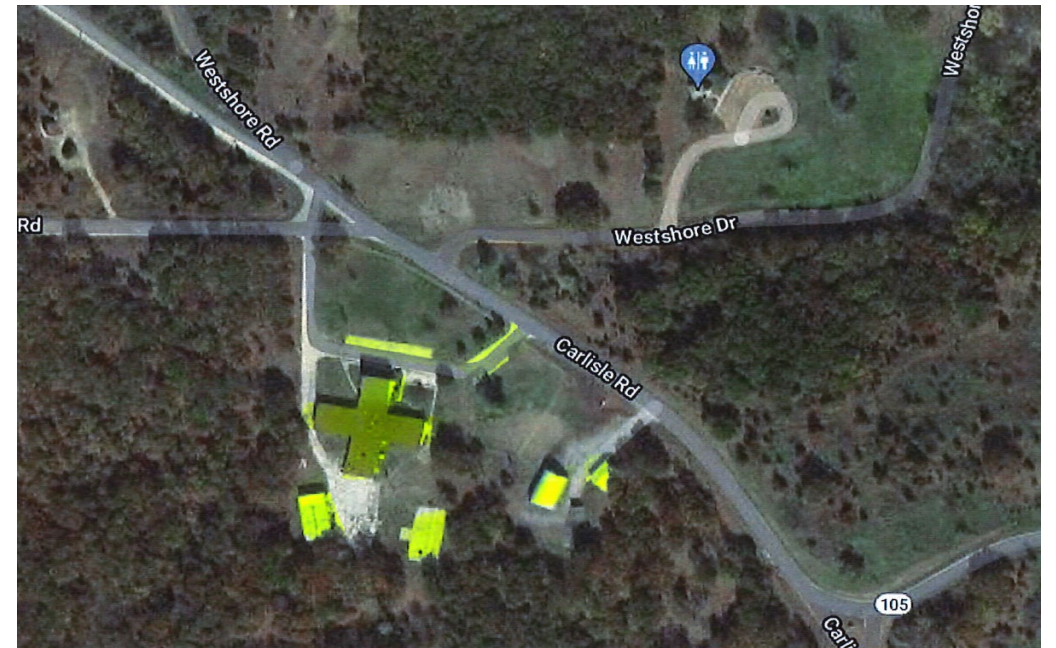
Aerial of Former Honor Camps



El Dorado



Toronto



Appropriations for Capital Improvements



- Repair & Rehabilitation (R&R) projects are funded by the Correctional Institutions Building Fund (CIBF)
- Current CIBF appropriation of \$4.992 million annually
- In 1996 Legislature began funding CIBF at 10% of no more than \$50.0 million transferred from the State Gaming Revenue Fund

No Adjustment in Appropriations



Inflation

- According to the U.S. Bureau of Labor Statistics CPI Inflation Calculator an appropriation of more than \$8.6 million dollars would be necessary to have the same buying power in July of 2021 compared to July of 1996
- Submitting a budget enhancement request for \$3.9 million to increase R&R in FY2023 to \$8.9 million in total

Additional buildings

- Since 1996 have added 1,747,801 of additional square feet of buildings to maintain

Lansing Correctional Facility



Staff and residents have been working and living in a modern correctional facility for nearly 18 months now.

- Improved working and living conditions
- Current systems and technology increase safety

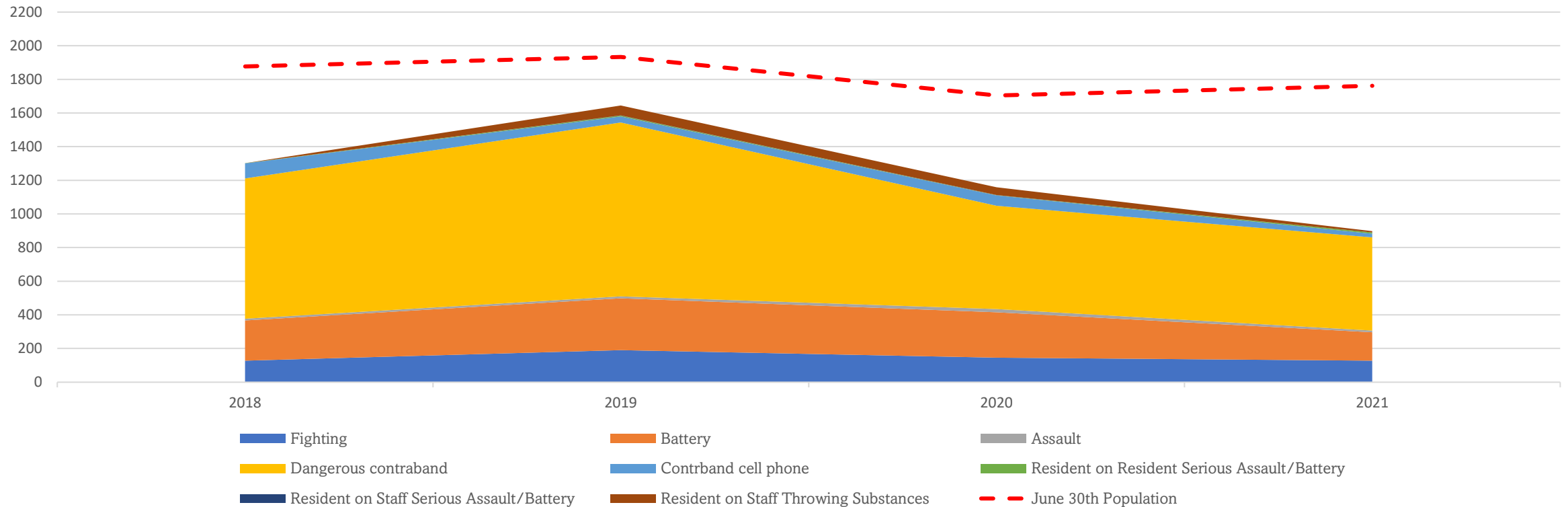




Environment Influences Behavior



Lansing Correctional Facility
Resident Behavior Calendar Year 2018-2021





Updates

Replacement of Obsolete Information Systems



Athena Phase I

- Replaced JJIAMS, CASIMS and TOADs used by local juvenile and adult community corrections staff
- Microsoft ® technology built on their widely used Microsoft Dynamics 365 platform
- Deployed April 4, 2021

Athena Phase II

- Will replace JCFS used at KJCC and OMIS used at adult facilities
- Kickoff event was held on October 18th
- Development scheduled over 23-month period. Training and deployment targeted for late 2023 and into early 2024

Private Industry



The inverse of our challenge to recruit and retain staff is the increased interest of employers in hiring our residents and former residents

- New private industry partners at the Topeka Correctional Facility employed 175 residents on October 1st
- Systemwide from July 2020 to October 2021 private industry jobs have increased from 802 to 1,079 or 34.5%
- Growth opportunities
 - Connect employers to current parolees
 - Construction of additional buildings on grounds of facilities to increase opportunities for medium/maximum custody residents

Juvenile and Adult Success Rates



Juveniles and Adults who released from our facilities in 2017 are more successful 3-years later than any prior measured cohort group.

- 72.48% of juveniles did not return to KJCC or go to adult facility
- 67.7% of adults did not return to prison

Populations



Facility Populations:

Juvenile

- 167 residents on March 1, 2020
- 131 current facility residents
- Decline precedes the current pandemic and is attributable to juvenile reforms
 - 247 residents in July of 2015 when the Juvenile Justice Work Group began work on recommendations that would become SB367

Adult

- 10,009 facility residents March 1, 2020 (high of 10,096 in April of 2019)
- 8,435 current facility residents
- Prior to the pandemic, population was consistently increasing

Parole Population:

- 5,740 on supervision March 1, 2020
- 5,237 currently on supervision
- Smaller decline than in facilities
- As vacancies increase so are caseload size

Introduction of Drugs into Facilities



Introduction of illicit drugs into correctional facilities is a growing challenge nationally

In Kansas, from 2018 to 2021 year to date, the number of incidents of residents found in altered states of consciousness have nearly tripled

U.S. Mail is a newer method of introduction, in addition to long standing challenges of hiding them in shipments of food and supplies, placement on the grounds to be picked up by residents on work details, packages thrown over the fence/wall

Mitigation Efforts

- Increase in facility searches
- Increased recovery services through providers and training of residents as peer recovery coaches
- Staff training and use of Narcan
- Increased communication with residents on risks of these illicit substances
- Educational materials to increase awareness of treatment resources in facilities
- Ion detection equipment



U.S. Mail – Pilot Project



- September 1, 2021, a pilot project begun at the Ellsworth Correctional Facility (ECF)
- Mail is photocopied and originals (paper, ink) are destroyed
 - General mail (cards, letters, etc.) is photocopied by staff and provided to the resident
 - Legal, official, privileged mail is opened in the presence of the resident, screened but not read, then photocopied by the resident
- Reviewing results currently, anticipate expanding to all facilities

Evidence Based Programs Fund



Juvenile Justice Oversight Committee (JJOC) approved and recommended budget for FY22 and FY23 (see handout)

- Base Allocation Reduced By \$1,800,000 (HB2007)
- Current Base Allocation = \$12,521,500
- Balance of fund end of FY21 = \$21,463,507
- Projected sustainability with no changes = 2028



Thank you

**Juvenile Justice Oversight Committee (JJOC)
 FY22 and FY23 Recommended Budget Allocation Plan
 Evidence Based Programs Fund**

	FY22	FY23
Functional Family Therapy (FFT)	\$ 1,387,000.00	\$ 1,387,000.00
Community Based Sex Offender Risk Assessment Treatment	\$ 325,000.00	\$ 325,000.00
Youth Advocate Program	\$ 665,524.00	\$ 665,524.00
Reinvestment County Grants	\$ 4,000,000.00	\$ 4,000,000.00
Collaboration Grants	\$ 605,747.72	\$ 605,747.72
Technical Assistance/Staffing	\$ 450,000.00	\$ 450,000.00
Moral Reconciliation Therapy (MRT)	\$ 42,000.00	\$ 42,000.00
Aggression Replacement Training (ART)	\$ 50,000.00	\$ 50,000.00
Mental Health Training (Facility and Community)	\$ 44,000.00	\$ 44,000.00
Parent Project	\$ 50,000.00	\$ 50,000.00
Crossover Youth Practice Model (CYPM)	\$ 246,000.00	\$ 246,000.00
CYPM staff for DCF, KDOC,OJA	\$ 173,000.00	\$ 173,000.00
MAYSI-2 Screening Tool	\$ 12,000.00	\$ 12,000.00
Family Engagement/ Family Guide/Navigators	\$500,000.00	\$750,000.00
YLS Screener	\$12,000.00	\$12,000.00
Mental Health Services	\$ 750,000.00	\$ 750,000.00
Substance Abuse Counseling for Families	\$ 750,000.00	\$ 750,000.00
Microsoft Youth Offender	\$ 3,646,966.00	\$ 641,788.00
OJA Data Collection and Training	\$ 244,800.00	\$ 244,800.00
JCAB Requests	\$ 5,000,000.00	\$ 5,000,000.00
Culturally Responsive Services	\$ 60,000.00	\$ 60,000.00
Juvenile Defense Improvements	\$ 500,000.00	\$ 500,000.00
TOTALS	\$ 19,514,037.72	\$ 16,758,859.72